
U.S. General Services Administration

Real Property Efficiency Plan

Reduce the Footprint Policy Implementation

FY 2018 – FY 2022

October 10, 2017

TABLE OF CONTENTS

| | |
|---|-----------|
| Preface | 3 |
| Introduction | 4 |
| Roles and Responsibilities of Senior Officials | 4 |
| Budget Assumptions and Impact to Reduction Targets | 5 |
| Portfolio Status | 6 |
| Reduction Targets | 7 |
| Compliance Internal Controls | 10 |
| FRPP Data Quality Improvement | 11 |
| Challenges and Improvement Opportunities | 12 |
| Appendix | 14 |

PREFACE

In accordance with the Office of Management and Budget's (OMB) Management Procedures Memorandum 2015-01, Implementation of OMB Memorandum M-12-12 Section 3: Reduce the Footprint (RTF), the U.S. General Services Administration (GSA) presents its Real Property Efficiency Plan. GSA's office space reduction targets are based on space that GSA occupies as a tenant. GSA's 5-year plan focuses on reducing its footprint over the next 5 fiscal years through various workplace strategies.

INTRODUCTION

As the real estate provider for the majority of the Federal Government's civilian workforce, GSA provides workspace in over 1,900 American communities to more than one million Federal employees working for close to 600 Federal operations in over 400 agency bureaus. GSA supports the missions of these agencies by providing workspace in a portfolio of approximately 371 million rentable square feet (RSF) of space comprising over 1,600 Government-owned assets (approximately 183 million RSF) and more than 7,000 leased locations (approximately 188 million RSF).

GSA's mission is "to deliver the best value in real estate, acquisition, and technology services to government and the American people." This mission provides an opportunity to create model workplaces for the entire Government. GSA seeks to improve performance, sustainability, design quality, and space utilization to create a model for all Federal workplaces. GSA seeks to drive innovation throughout the agency by seeking new technologies and identifying how these technologies can support its external customers.

GSA will continue to aggressively identify and target underutilized assets for disposal, to work with its customers to eliminate lease arrangements where appropriate, and to remain a Governmentwide leader in space management and sustainability. These actions will lead to significant future cost savings.

ROLES AND RESPONSIBILITIES OF SENIOR OFFICIALS

GSA's Office of Administrative Services (OAS) manages and oversees the portfolio of GSA-occupied space assigned to GSA operations. OAS serves as the primary customer and tenant representative for each Service and Staff Office within GSA. OAS's responsibilities include reviewing and approving

- all Occupancy Agreements,¹
- requirements packages for space acquisition, relocation, or reconfiguration,
- requests for exemptions to the design standards, and
- concept and design intent drawings.

OAS also tracks personnel counts within GSA-occupied space and manages a governance process for all real property projects exceeding \$10,000.

¹ An Occupancy Agreement (OA) is a statement of the business terms governing the relationship between GSA's Public Buildings Service and the tenant agency for a specific space assignment.

GSA's Senior Real Property Officer (SRPO) is the Public Buildings Service (PBS) Commissioner. OAS forwards all proposed gains of space exceeding 10,000 usable square feet (USF), along with the appropriate offsets, to the SRPO. PBS is also responsible for acquiring and maintaining all space for internal GSA operations, as well as for managing and supervising project execution and implementation. OAS and PBS collaborate to ensure that internal workplace projects fit within GSA's overall portfolio planning.

The GSA Office of the Chief Financial Officer (OCFO) is responsible for reviewing and assessing internal workplace project funding requirements, and for incorporating funding requirements into the GSA budget request.

OAS collaborates with the Administrator, SRPO, OCFO, and other GSA senior leaders to review internal workplace project plans, funding requirements, related policies, and other program issues. OAS is also responsible for developing this 5-year plan.

The Federal Buildings Fund (FBF) is the primary fund for the Public Buildings Service and funds GSA's acquisition and operations of Government-owned and leased buildings. Annually, the FBF budget is formulated and includes funding for the capital program via the Capital Investment & Leasing Program (CILP). These programs include funding for GSA's entire portfolio of buildings. Only a small part of the funding is available to invest in GSA's own occupied space.

The budget process for internal workplace projects starts with identifying the priority projects for each fiscal year and developing budget estimates for each of the priority projects. OAS creates a spend plan based on the estimates and ranks the priority projects. The spend plan is submitted to PBS for review and approval and then to the OCFO for approval and release of funds.

In most cases, project costs are paid by each GSA tenant affected by the project. PBS Pricing Policy assigns design and construction costs between PBS (as landlord) and the tenant, and OAS allocates tenant costs among GSA organizations based on each tenant's personnel count. For example, if a GSA field office is occupied by 15 PBS employees and 10 GSA Federal Acquisition Service (FAS) employees, then PBS pays for 60 percent (15 PBS employees/25 total GSA employees) of the project costs, and FAS pays for the remaining 40 percent.

BUDGET ASSUMPTIONS AND IMPACT TO REDUCTION TARGETS

In the development of targets, GSA assumed funding would be available for all of the projects listed on the attached spreadsheet. Historically, GSA has received sufficient funding to fund

priority projects such as regional office buildings and projects involving an expiring lease. When GSA started the effort to reduce its footprint in 2014, the largest buildings were targeted first, such as GSA's Central Office and regional office buildings. The majority of the larger projects will be complete by fiscal year (FY) 2017, leaving mostly smaller projects to be funded in FY 2018 and beyond.

Funding for GSA workplace projects comes from numerous GSA accounts, depending on the activity (e.g., construction, furniture) and the agency bureau occupying the affected space. Funds are needed from the Federal Buildings Fund, the Acquisition Services Fund, the Working Capital Fund, and/or the Operating Expenses account. Lack of available funds in one or more of these accounts could prevent GSA from completing its proposed space reduction projects, and, if so, GSA would fall short of meeting its USF reduction targets. Targets will be adjusted each year based on availability of funding.

PORTFOLIO STATUS

Overall Agency Building Portfolio

GSA is leading a transformation of the workplace by providing Federal agencies with effective, mobile, and sustainable workplace solutions at the best value for the American taxpayer. Under OMB's Freeze the Footprint policy between FY 2012 and FY 2015, GSA reduced its portfolio of GSA-occupied office and warehouse space by over 1.4 million square feet, or 21 percent. In the first year of Reduce the Footprint in FY 2016, GSA eliminated another 1 million square feet, or 20 percent, from its portfolio. GSA achieved this reduction by maximizing the use of owned Federal space, eliminating costly lease arrangements, and disposing of underutilized assets.

GSA plans to continue using these workplace strategies to further reduce its footprint over the next 5 years. By leveraging these strategies and maximizing the utilization of assets already under GSA's control, GSA does not foresee the need to increase its real property inventory to support GSA's internal operations. GSA achieved the design policy requirement and established a design standard for office space in April 2014. GSA's design standard requires all GSA organizations² that occupy Government-owned or leased space to allocate a maximum of 136 usable office square feet per person (USF/person) for all internal workplace projects. This design standard will reduce GSA's footprint and continue to guide GSA leadership in transforming the workplace.

² The design standard policy does not apply to the Office of Inspector General, Board of Contract Appeals, space for former Presidents or Presidential transition activities, outleases and licenses, and union offices.

FY 2016 Portfolio Summary per FRPP Submittal³
(All property, including the RTF Baseline properties)

| | Direct Lease Space (USF) | Owned Space (USF) |
|------------------|-------------------------------------|------------------------------|
| Office | 478,023 | 2,854,561 |
| Warehouse | 353,066 | 455,272 |
| All Other | 14,577 | 53,982 |

Status Relative to Reduce the Footprint Baseline Requirement

At the end of FY 2016, GSA had reduced its portfolio by 20 percent (over 1 million USF) compared to the FY 2015 Reduce the Footprint baseline. The largest USF reduction during FY 2016 resulted from outleasing more than 800,000 USF of warehouse space at the Eastern Distribution Center in Burlington, NJ, no longer needed by GSA due to a change in mission needs.

GSA also achieved significant USF reductions by relocating organizations occupying two of its regional office buildings in the Northeast and Caribbean Region (New York City, NY) and the Mid-Atlantic Region (Philadelphia, PA). Both regions moved into new locations that resulted in USF reductions, improved utilization rates, and better quality workspaces.

GSA achieved this outcome through a variety of initiatives and transformations. Most prominently, GSA is sizing its workspaces to better accommodate the work that occurs in these environments. GSA is shifting to a more flexible, open-plan workplace environment that maximizes natural light and equalizes private space for all space occupants. Desk sharing, implementing an internal space allocation policy, and continuing to enable and support mobile work have contributed to GSA's improvement in space utilization and success in reducing USF from the Reduce the Footprint baseline.

REDUCTION TARGETS

Reduction Targets for Office and Warehouse Space

From FY 2012 through FY 2015, GSA achieved a 21 percent reduction to its internal real estate portfolio. GSA achieved an additional 20 percent USF reduction from the Reduce the Footprint baseline during FY 2016. Given the already substantial reduction to its footprint, GSA is shifting focus from reducing its portfolio to maintaining and improving its workplaces. GSA's FY 2018–2022 space reduction targets focus on leased spaces, or owned spaces with a confirmed backfill tenant, and includes the consolidation of its National Capital Region Regional Office Building into its Headquarters building at 1800 F Street (both in Washington, DC). While there

³ GSA's portfolio summary shows only the space in GSA's portfolio that it occupies as a tenant.

are limited remaining opportunities to achieve significant reductions in GSA's internal portfolio, GSA will continue to evaluate and analyze opportunities to do so.

GSA's mission is unique in that GSA provides and manages space for Federal agencies Governmentwide. Because of GSA's role as Federal building manager, a physical presence is often required in GSA-controlled Federal buildings. Thus while space can sometimes be reduced, it cannot always be eliminated. Additionally, GSA's mission requires consideration of vacant space that results from any reductions of its own occupied space to ensure the vacancies created are marketable. Therefore, GSA must consider vacancy risk and backfill tenant options when prioritizing its own consolidation projects.

GSA's reduction targets are further constrained by the timing of expiring leases. If GSA does not have the right for early termination of a lease, then it is often not cost effective to pursue reduction or relocation options until lease expiration.

GSA occupies space in 20 warehouses and is not required to submit warehouse targets under the Reduce the Footprint policy. However, GSA is reviewing its occupancy in warehouse locations and is planning reductions where possible.

Performance Benchmarks

GSA prioritized potential projects by a number of factors, including the projects' ability to improve GSA's performance on the benchmarks tracked for the President's Management Agenda (PMA). GSA closely monitors its real property portfolio and each project's impact on PMA benchmarks, including square footage per person, rental costs per square foot, year-over-year USF reductions, and percent change in GSA's overall real property portfolio. When prioritizing projects, GSA also considered each project's potential improvement to workplace design and each project's payback period, based on projected project costs and rent savings. The top priority projects included all of GSA's 11 regional offices. At the end of FY 2016, eight of GSA's regional office buildings had undergone consolidations. GSA's FY 2017 annual reduction target for office space is based on reductions that will result from two remaining regional office building consolidations. The final GSA regional office building consolidation will be completed in FY 2018.

Domestic Office and Warehouse SF Reduction Targets FY 2018 – FY 2022⁴

| | FY 2018 | FY 2019 | FY 2020 | FY 2021 | FY 2022 |
|--|---------|---------|---------|---------|---------|
| Office Target* (Net USF Reduction) | 31,000 | 4,000 | 3,000 | 190,000 | 5,000 |
| Warehouse Targets* (Net SF Reduction) | N/A | N/A | N/A | N/A | N/A |

*Reductions are reported as a positive value.

⁴ GSA targets are based only on office space that GSA occupies as a tenant.

Disposal Targets for Owned Buildings

More than 98 percent of the space that GSA occupies⁵ is office and warehouse space. Due to the limited amount of space that GSA occupies outside of office and warehouse space, GSA did not develop disposal targets for owned buildings. However, due to GSA's mission as a provider of space to other Federal agencies and its commitment to reducing the Federal footprint, GSA developed anticipated disposals for all property types in GSA's owned inventory over the next 5 years. These disposals will amount to about a 5 million square foot reduction in the Government space inventory (see Appendix).

Maintenance of the Reduce the Footprint Baseline

GSA exceeded its Freeze the Footprint (FTF) goal and reduced its footprint by 21 percent of the FTF baseline. During FY 2016, GSA reduced an additional 20 percent from its FY 2015 RTF baseline. GSA plans to continue reducing its footprint by utilizing the same successful workplace strategies, including right-sizing, desk-sharing, a continued emphasis on enabling and supporting mobile work, and a shift from traditional office space to more flexible, open-plan environments. GSA also will strive to limit all new GSA-occupied projects to 136 USF/person, per its agency space design policy.

GSA established a space assignment and rent bill allocation method⁶ to reflect the workplace model of sharing space across GSA organizations. The method allocates rent to each GSA bureau based on its percentage of occupancy in a given building. The percentage of occupancy is calculated by taking the bureau's personnel headcount at that location as a percentage of the total count of GSA personnel located there.

The use of these strategies and policies will allow GSA to continue implementing its mission successfully while simultaneously reducing its footprint. GSA has identified a list of potential agency consolidation projects for FY 2018–20, as detailed in the submitted spreadsheet. The reduction targets are summarized in the chart above as portfolio-wide square footage changes to office space. GSA will continue to analyze and refine the list to ensure it makes the best investments possible in a constrained budget environment.

Space Design Standard for Future Reductions

⁵ Excludes space assigned to outleases, licenses, space for former Presidents or Presidential transition activities, the Office of the Inspector General, or the Civilian Board of Contract Appeals.

⁶ The space assignment policy does not apply to outleases, licenses, space for former Presidents or Presidential transition activities, the Office of the Inspector General, or the Civilian Board of Contract Appeals.

GSA developed a space design standard and implemented it in April 2014 as part of GSA's Internal Space Allocation, Design, and Management Policy. The policy addresses design strategies and guidelines, acoustics and privacy, furnishings, parking, and internal space allocation requirements.

GSA CONSOLIDATION PROGRAM

No projects were submitted for consideration of GSA's consolidation funds.

COMPLIANCE INTERNAL CONTROLS

OAS established an Office of Workplace Management and Services (OWMS) (previously Internal Workplace Management Division) in 2013 as a result of consolidation and realignment efforts of internal administrative programs. OWMS is responsible for the management and oversight of space that GSA occupies as a tenant to carry out its mission and priorities. The following internal controls have been employed and will ensure compliance with the RTF policy:

- OWMS reviews and approves all requirements packages for space acquisitions, relocations, or reconfigurations. Requests for new space must include a draft OA, a GSA headcount to occupy the space (on-board and resident contractor totals), and a detailed justification in the event an increase is requested. OWMS will identify the appropriate offsets if required. If approved, OWMS will forward all gains in excess of 10,000 USF, along with the appropriate offsets, to OCFO (or designee) and SRPO (or designee) for concurrence.

- Additionally, OWMS reviews and signs all OAs for GSA-occupied space. Any OA for more than 5,000 USF or that results in an increase in USF must undergo two levels of review and approval within OWMS. As part of the OA review, OWMS assesses whether there is an opportunity to make any improvements to the space utilization. OWMS also developed and implemented a document management system to intake all OAs for GSA-occupied space to assist in centralizing and streamlining the review process.

- GSA consolidated internal agency bureau codes to streamline the assignment of space for GSA personnel and to support the consolidation and sharing of space across GSA organizations.

- OWMS worked with PBS to identify potential project opportunities to consolidate and co-locate across the portfolio. OWMS created a database to track these opportunities and developed criteria to rank and prioritize them for action. Criteria include design quality improvement, USF reduction, utilization rate improvement, rent savings, and payback period. OWMS regularly meets with regional contacts to further track and assess projects. In deciding which projects to pursue, OWMS considers other factors such as lease expiration, availability of backfill tenants, and availability of funding. OWMS tracks all space projects to ensure compliance with GSA

space design policy and to track offsets and gains.

- OWMS regularly collects personnel counts to track the utilization rate across GSA-assigned space.
- OWMS reviews and approves all requests for an exemption to the Design Strategies and Guidelines.
- OWMS collaborates with PBS to monitor real property costs and total square footage for space GSA occupies.

FRPP DATA QUALITY IMPROVEMENT

GSA's Federal Real Property Profile (FRPP) submission comes from data contained in REXUS (Real Estate Across the United States), an inventory system that has built-in business rules to ensure data accuracy and reliability. One example of these business rules is that the system will not allow a building to be active without inputting its size information. A Data Reference Guide is provided to PBS's asset management staff outlining the expectations and definitions of common data elements contained in REXUS. Regular updates to the guide and system validations limit the data errors inputted into the system.

GSA also identifies and checks new asset data after it is initially entered into REXUS to verify the completeness and accuracy of data inputted, including asset class code, status, property type, property use, buildings with zero gross square feet, and land with zero acreage. Incomplete or inaccurate data is addressed and updated as needed. GSA also performs periodic follow-up analyses to confirm that the identified updates were made in REXUS, as well as to identify new data anomalies, year-to-year discrepancies of reported assets, and changes made to the system's asset data. GSA strives continuously to improve data quality by offering employee training and implementing new data validation techniques.

The FRPP system institutes several data checks of its own to ensure that submitted data complies with FRPP reporting rules as outlined in the FRPP Data Dictionary. GSA works with FRPP system contractors throughout the submission process that send error reports of data that needs correcting. Errors can include buildings with zero square feet, land with zero acres, etc. When a system error is identified, GSA researches the error and makes a correction to the submission data and to REXUS, if needed. Through the identification of regularly occurring FRPP system errors, GSA has been able to focus its internal data reviews in REXUS based off FRPP system errors, in turn decreasing the number of errors within both REXUS and the FRPP. For example, the number of zero square feet and zero acres errors in 2012 was 382 following the first test submission. In 2015 the same categories of errors only resulted in 270 errors following the first test submission, a decrease in over 100 errors.

FRPP also generates a missing-asset report that shows the assets that appeared in the previous year's FRPP, but not in the current submission. GSA uses the report to research the missing assets and ensure they are reported either as owned or leased disposals. If an asset is not being reported as a disposal, GSA confirms that the asset should in fact be excluded from the current year's submission and then records an explanation of why it is not included in the submission. Research conducted based on the missing-asset report helps to ensure proper recording of an asset's lifecycle.

Lastly, the FRPP system also generates a confirmation report prior to the final submission confirmation. The confirmation report provides GSA with a comparison of the current year's submission to the prior year. Using the confirmation report, GSA identifies any anomalies and ensures they make sense from a business standpoint. If not, GSA conducts background research to ensure that a data error did not occur. The limited number of changes in GSA's confirmation report demonstrates GSA's commitment to providing reliable data in FRPP submissions. The confirmation report has revealed minor anomalies such as an increase in acreage between fiscal years that GSA has been able to quickly identify and change prior to final submission confirmation. At most, the confirmation report only reveals one or two anomalies in a given year, if any.

CHALLENGES AND IMPROVEMENT OPPORTUNITIES

One challenge that GSA continues to confront is cost allocation for the internal workplace projects. The funding of GSA workplace projects is a unique process that can include multiple funds, depending on the specific offices that will occupy the space. GSA developed a cost accounting method to track the expenditures, but system improvements are needed to automate the tracking and reporting on expenditures.

GSA has made notable progress towards sharing work spaces across agency components, and has started a workplace services program to address the challenge regarding responsibilities for services such as the operation of printers, stocking and sharing of office supplies, mail distribution, and conference room maintenance. The program is now operating in all of GSA's regional offices to share services across agency operations efficiently and effectively. GSA's priority is to continue to gain efficiencies as the program grows, and to implement best practices nationwide.

Improved communication and engagement with employees is another priority for GSA. Transitioning from private offices and assigned desks to an open environment with shared space and resources is a significant change for employees. To guide its personnel through these changes, GSA developed a change management program that includes tools, templates, and an internal consultancy designed to ease the transition to new ways of working.

(b) (6)

Anthony E. Costa

Acting Deputy Administrator of General Services

ATTACHMENTS (2)

Attached are the GSA standard spreadsheets, in Excel format, for the office and warehouse portfolio changes and the owned real property disposals.

Please submit RTF plans and accompanying spreadsheets to Aluanda Drain at rtfplan@gsa.gov and to William Hamele at William_F_Hamele@omb.eop.gov.

APPENDIX

GSA's 5-year disposal plan includes planned asset dispositions for all property types because GSA provides these types of space as part of its mission. GSA might relinquish its occupied space in a particular owned asset, but that action might not indicate any plan to dispose of the asset because other tenants may be available for backfill. The targets for GSA-occupied space alone do not capture GSA's disposal plans. The below disposal targets demonstrate GSA's commitment to reducing the overall Federal footprint for all property types.

Disposal Targets for Owned Buildings FY 2018 – FY 2022

| | FY 2018 | FY 2019 | FY 2020 | FY 2021 | FY 2022 |
|---------------------------------------|-----------|---------|---------|-----------|---------|
| Disposal Target (Net SF Reduction) | 2,193,000 | 284,000 | 92,000 | 1,081,000 | 850,000 |
| | | | | | |
| Disposal Target (# buildings) | 15 | 4 | 2 | 11 | 10 |
| | | | | | |

The disposal targets have been adjusted to more accurately reflect current project schedules. Many of GSA's planned disposal assets have historic considerations or are occupied by tenants, and changes in disposal strategies and efforts to increase tenant consolidations have resulted in some schedule changes, pushing the planned disposal deadlines out into later fiscal years.